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### BEFORE THE ARIZONA CORPORATION COMMISSION

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IN THE MATTER OF THE APPLICATION OF ARIZONA PUBLIC SERVICE COMPANY FOR A HEARING TO DETERMINE THE FAIR VALUE OF THE UTILITY PROPERTY OF THE COMPANY FOR RATEMAKING PURPOSES, TO FIX A JUST AND REASONABLE RATE OF RETURN THEREON, TO APPROVE RATE SCHEDULES DESIGNED TO DEVELOP SUCH RETURN

and Arizonans for Electric Choice and Competition

Docket No. E-01345A-08-0172

POST-HEARING BRIEF OF FREEPORT-MCMORAN COPPER & GOLD INC. AND ARIZONANS FOR ELECTRIC CHOICE AND COMPETITION

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Freeport-McMoRan Copper & Gold Inc. and Arizonans for Electric Choice and Competition (hereafter collectively "AECC") hereby submit their Post-Hearing Brief in connection with the above referenced matter.

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# I. INTRODUCTION

This proceeding commenced on March 24, 2008, upon the filing by Arizona Public Service Company ("APS" or "Company") of an application with the Arizona Corporation Commission ("Commission") for an increase in rates. On July 29, 2008, the Commission set the matter for Hearing on the permanent application to commence on April 2, 2009. On January 23, 2009, APS filed a Notice of Settlement Discussions and on January 30, 2009, filed a Motion To Suspend the Procedural Schedule.

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FENNEMORE CRAIG PROFESSIONAL CORPORATION PHOENIX On March 19, 2009, the April 2, 2009 Hearing date was vacated and a Procedural Conference scheduled for April 7, 2009, to discuss the status of the settlement discussions. At the April 7, 2009 Procedural Conference, the Parties<sup>1</sup> responded that discussions were continuing and on April 21, 2009, indicated that the parties had reached an agreement in principle on the revenue requirement issues and that substantial agreement had been reached on other issues.<sup>2</sup>

The Parties<sup>3</sup> agreed to file a Term Sheet containing the major provisions of a settlement agreement on May 4, 2009. On May 4, 2009, the Term Sheet was filed, with a proposed schedule for filing testimony and a request to schedule a Hearing date on the contemplated Settlement Agreement.

Hearing on the proposed Settlement Agreement commenced on August 19, 2009, at the Commission's offices in Phoenix, Arizona, and concluded on September 18, 2009.

#### II. DISCUSSION

AECC is a signatory to the Settlement Agreement and recommends that the Agreement be approved by the Commission as presented to the Commission as a package deal because it produces just and reasonable rates and is in the public interest. The Settlement Agreement provides a comprehensive resolution of the issues in the Rate Case. The broad scope of the participation in the settlement discussions is attested to by the fact

There were 24 Parties who intervened in the proceeding.

Twenty-two of the Parties ultimately signed a Settlement Agreement. The Parties (hereinafter sometimes referred to as "Parties," "Settling Parties," or "Signatories") included Arizona Corporation Commission Utilities Division Staff; APS; Residential Utility Consumer Organization ("RUCO"); Southwest Energy Efficiency Project ("SWEEP"); Arizona Investment Council ("AIC"); Freeport-McMoRan Copper & Gold Inc.; Arizonans for Electric Choice and Competition; AZAG Group; Cynthia Zwick; IBEW Locals 387, 640 and 769; Bowie Power Station, LLC; Mesquite Power, LLC; Southwestern Power Group II; Western Resources Advocates; The Kroger Co.; Arizona Association of School Business Officials; Arizona School Boards Association; InterWest Energy Alliance; Federal Executive Agencies; and Town of Wickenburg.

Those Parties who signed the Settlement Agreement.

it is supported by 22 Signatories.

In response to a question by AECC's attorney to RUCO Consultant Dr. Ben Johnson as to his experience concerning the extent of participation by the Parties in the settlement discussions, he stated as follows:

I think we had about as broad a participation as I have ever seen. (Tr. at p. 1961, ll. 22, 23.)<sup>4</sup>

... Much more typically the negotiation would be either between two or three parties, but major parties. So, for example, perhaps the large industrial users, the public interest representative, and the utility, or maybe one or two more, but that would be about it. It would be very rare to have this number of intervenors and to have that many intervenors who were willing to and had the patience and the resources to sit through hour after hour, day after day of negotiations as happened in this case. (Tr. at p. 1962, l. 18 through p. 1963, l. 1.)

Further, Dr. Johnson stated: "... to get this sort of comprehensive settlement took a lot of extra effort, it was a little bit surprising, but I think it was worthwhile." (Tr. p. 1963, Il. 22-24.)

AECC Witness Kevin C. Higgins stated in his Testimony that the broad scope of the Agreement is attested to by the fact it is supported by a large number of signatories with widely varying constituencies. He stated:

In my opinion, the Agreement strikes the appropriate balance between customer and utility interest. Its adoption would provide APS an opportunity to improve its financial condition while being fair to customers by not increasing rates any more than is absolutely necessary. (AECC Exhibit 1 at p. 3, ll 7-10.)

The issues that are included in the APS Rate Case were thoroughly discussed and considered by the Parties. There was "give-and-take" on the part of all the Signatories to the Settlement Agreement. The Parties did not receive everything for which they

<sup>&</sup>lt;sup>4</sup> "Transcript" will be referred to as "Tr." with reference to the page(s) and line(s).

advocated and, in many respects, gave up or modified the positions that they otherwise would have asserted if the rate case proceeded as a general regular rate case addressing the issues advocated by all parties who would put on witnesses in support of their positions. There would be witness testimony from a large number of witnesses that would involve not only direct examination of those witnesses, but cross-examination by a number of lawyers, Commissioners and the Chief Administrative Law Judge. A considerable amount of time and resources would be involved in connection with such a proceeding. As a result of the Parties negotiating the Settlement Agreement, an extended rate case hearing has been avoided, saving the Commission and all of the Parties a considerable amount of time, effort and resources.

In addition, by reaching agreement among the various Parties, a challenge to the issuance of an order by the Commission and possible appeals from that order will have been avoided. Whenever litigation ensues, there are always winners and losers. The Settlement Agreement provides for the resolution of issues advocated by Parties that undoubtedly would not have been agreed to by other Parties if the issues were to be litigated. By entering into the Settlement Agreement, there are a number of issues agreed to by the Parties that further the public interest. Hence, the Settlement Agreement results in a win/win situation.

The settlement negotiations involved the drafting of a 40-page agreement which reflects the amount of time and effort that went into the agreement and the consideration given to addressing the various issues that have been resolved by the Agreement. As stated by AECC Witness Higgins: "The Agreement provides a comprehensive resolution of the issues in the APS general rate case."

#### A. Revenue Requirement

The Settlement Agreement establishes total base revenues (including fuel) that are

<sup>&</sup>lt;sup>5</sup> AECC Exhibit 1, p. 3, 11 4-5.

\$344.7 million greater than the base rates established in APS's last general rate case.

[Paragraph 3.6]<sup>6</sup> Both the total base revenue increase of \$344.7 million and the non-fuel base rate increase of \$196.3 million include the interim rate increase of \$65.2 million.

The revenue requirement recommended by the Settlement Agreement is \$103.5 million less than APS had requested in its Application. [Paragraph 3.8] AECC Witness Higgins had recommended in his Direct Testimony that APS's requested revenue requirement be reduced by \$101.5 million. Mr. Higgins stated: "As such, the reduction in APS's revenue requirement effected by the Agreement and that recommended in my direct testimony are nearly identical, obviously warranting my support." (AECC Exhibit 1 at p. 5, 11. 8-10.)<sup>7</sup>

### B. Revenue Spread

Paragraph 17 of the Settlement Agreement sets fourth the basis for the spread of the base rate increase among the rate classifications.

AECC Witness Higgins testified:

With two exceptions, the Agreement spreads the base rate increase across all customer rate schedules on an equal percentage basis, inclusive of the interim increase, and inclusive of fuel and purchase power costs that are incorporated into base rates. [Paragraph 17.1] The exceptions are: (1) there will be no base rate increase for low-income customers; and (2) within Rate E-32, there will be some differentiation in the base rate increase among the four new rate categories of Rate E-32 that are established in this case [Paragraph 17.2]. (AECC Exhibit 1 at 6, Il. 3-9.

ACC Staff Witness Frank W. Radigan testified in response to a question by APS's Attorney that the revenue spread set forth in Paragraph 17.1 of the Settlement Agreement was consistent with his original Staff recommendation in this case.

<sup>&</sup>lt;sup>6</sup> References to paragraphs in brackets refer to paragraphs enumerated in the Settlement Agreement.

<sup>&</sup>lt;sup>7</sup> In his revenue requirement testimony, AECC Witness Higgins did not take a position either in support of, or opposition to, APS's requested return on equity. (AECC Exhibit 1 at p. 5, ll. 12-13.)

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[BY MR. MUMAW] Whether or not the revenue spread espoused by 17.1 was or wasn't consistent with how the Commission did the interim rate spread, is 17.1 consistent with your original Staff recommendation in this case?

A. Yes, it is. (Tr. p. 1486, l. 25 to p. 1487, ll. 1-4.)

In response to a question to ACC Staff Witness Elijah O. Abinah as to whether the revenue spread provided for in Paragraph 17.1 of the Settlement Agreement was consistent with the revenue spread adopted in the interim rate proceeding, Mr. Abinah explained:

In the interim rate when the company came to file for the interim increase, our recommendation was no, but I believe the Commission ended up granting some relief.

And at that time, that was a done in such a way that we didn't have enough time to do an adequate review, so the recommendation to make things easier was to do the kWh.

But this time around, in the context of a rate case, I believe our rate design expert had enough time to look at the revenue requirement and make the appropriate recommendation. (Tr. p. 1828, ll. 8-18.)

Mr. Higgins further testified concerning the separation of Rate E-32 into four new rate schedules based on customer size within Rate E-32:

The separation of Rate E-32 into four new rate schedules based on customer size – E-32-XS, E-32-S, E-32-M and E-32-L – is consistent with Staff's recommendation in APS's previous rate case Docket No. E-01345A-05-0816. To be clear, in the agreement Rate E-32 as a whole receives the same equal percentage base rate increase as all other rate schedules; as such, the differentiation of the base rate increase within Rate E-32 does not impact any customers outside of Rate E-32. [Emphasis in original.] (AECC Exhibit 1 at p. 6, ll. 9-15.)

AECC Witness Higgins testified as to the reasons for differentiating the base rate increase among customers within the Rate E-32 classification. He stated:

The revenue spread in the Agreement treats customer rate impacts on a basis that is directly comparable to the measurement of class revenue deficiencies in APS's cost-of-service study filed as part of APS's direct case. In other words, APS's class cost-of-service study measures the base rate increase necessary – including fuel – for each rate schedule to pay rates

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to its respective cost of service. (AECC Exhibit 1 at p. 7, ll. 9-14.) 1 More specifically, AECC Witness Higgins stated the reasons for the differentiation 2 treatment in the base rate increase among customers within E-32 stating: 3 Within Rate E-32, the Company's study shows that Rate E-32-L warrants a 4 much smaller increase than the E-32 average, whereas Rate E-32-XS warrants an increase that is above the average for the overall system. As I 5 noted above, the Agreement takes account of these differences among E-32 customers by awarding a modestly smaller base rate increase for Rate E-32-6 L and a modestly greater than average for Rate E-32-XS. [Emphasis added.] (AECC Exhibit 1 at p. 8, Il. 6-11.) 7 Further, ACC Staff Witness Frank W. Radigan testified in response to Cross-8 Examination by APS's Attorney concerning the rate design goal of the distinction between 9 the various subgroups within Rate Schedule E-32 was as set forth in Paragraph 17.2 of the 1.0 Settlement Agreement. 11 Mr. Radigan testified as follows: 12 And specifically, this rate design [BY MR. MUMAW] 13 goal is to attempt to move customers, at least within that rate schedule, closer to their cost of service? 14 Closer to the cost of service, and also trying to maintain some 15 rate differentials between the customers. 16 And I believe there was testimony earlier in this proceeding that indicated that this differentiation as set forth in 17.2 was consistent 17 with your original recommendation. Would you agree with that? 18 Yes. Α. 19 And there was also testimony that it was consistent with the company's cost of service study. Do you agree with that? 20 Yes, I do. (Tr. p. 1472, ll. 14-25 to p. 1473, ll. 1-2.) A. 21 In response to questions from Commissioner Pierce as to whether the Rate E-32-22 XS rate increase was fair to those users, Witness Higgins answered: 23 Actually, it's more than fair to those customers because APS 24 conducted a cost-of-service study that looked at costs to each of those groups as well as all other customer classes, and they did so actually based 25

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on the direction of the previous order in the last rate case, which in which Staff had encouraged breaking down E32 into several distinct rate classes

to better track the costs of serving those classes. (Tr. p. 276, ll. 20-25 to p. 277, ll. 1-2.)

Again, in response to a question from Commissioner Pierce as to whether Paragraph 17.2 of the Settlement Agreement singled out small business unfairly, Mr. Higgins answered:

I strongly disagree with that assertion, Commissioner Pierce. It is not unfair.

... [T]he package recognizes that within the E32 customers, taken as a group, are — warrant a rate increase that is about 6 percent below the average increase, taken as a group. But within that group there is an even greater skewing. If I could just refer to some numbers for a minute that I'm looking up.

Specifically the customers who are in the E32-L group warrant a rate increase that is about 11 percent below the average, according to APS's cost-of-service study. Whereas the customers who are in the smallest commercial group warrant an increase that is about 4.5 above the average. (Tr. p. 291, ll. 6-25 to p. 292, ll. 1-2.)

## C. Rate Design

. . . .

The Settlement Agreement provides that the rate increases for Rates E-34, E-35, and E-32-L will be implemented by adopting APS's proposed customer rates along with equal percentage increases in the demand and energy charges for the rate schedules. [Paragraph 18.3]

AECC Witness Kevin Higgins testified in his Testimony in support of the Settlement Agreement:

This provision ensures that, within these rate schedules, higher-load-factor and lower-load-factor customers will receive the same percentage base rate increase. That is, the rate increase is not biased either for, or against, customers based on load factor, which is reasonable in the context of the overall Agreement. (AECC Exhibit 1 at p. 9, II. 6-10.)

Paragraph 18.1 of the Agreement provides that the voltage discount for E-35 customers will be adjusted by the percentage change in E-35 base rates, thereby

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maintaining consistency with the current rate design. Paragraph 18.2 eliminates a proposal by APS to assign certain third-party transmission costs to E-34 and E-35 customers, a proposal which Mr, Higgins argued was unreasonable. Mr. Higgins testified that: "Both Paragraphs 18.1 and 18.2 reasonably maintain the status quo on the issues to which they pertain." (AECC Exhibit 1 at p. 9, ll. 16-17.)

### III. DEMAND-SIDE MANAGEMENT ("DSM") AND SELF-DIRECTION

Paragraph 14.3 of the Settlement Agreement provides that "self-direction" of DSM charges will be allowed for large commercial or large industrial customers. Self-direction enables customers of sufficient size (those customers who use more than 40-million kWh per calendar year) to undertake their own energy-efficiency measures using a portion of the DSM charges that are collected directly from them. Participating customers would be reimbursed for the cost of APS-approved energy-efficiency projects from these funds.

AECC Witness Higgins explained this provision in the Settlement Agreement as follows:

As Arizona's commitment to DSM investment increases, it has become increasingly important for AECC members to achieve the opportunity for self direction. Many larger customers have full-time energy personnel that direct their firm's energy-efficiency efforts; while these companies are committed to making energy efficiency improvements, they object to subsidizing their competitors through conventional DSM rate mechanism. Self-direction provides these customers with a structure for channeling their DSM charges to energy improvements in their own facilities while contributing to APS's overall DSM performance goals. (AECC Exhibit 1 at p. 10, ll. 4-12.)

Mr. Higgins further explained how the self-direction program is structured as follows:

The self-direction program is structured as a "use it or lose it" proposition. Customers who enroll in the program would have two years to complete approved energy efficiency projects in order to utilize the eligible DSM monies recovered from them since the time of their enrollment; participating customers that complete qualifying DSM projects would be

able to continue recovering the cost of their DSM investment for a total of ten years (or until 100 percent project cost recovery is achieved, whichever occurs sooner) using the eligible portion of the funds recovered from them through their DSM charges. Unused self-direction funds flow back into the DSM pool for use in other projects. (AECC Exhibit 1 at p. 10, ll. 20-23 to p. 11, ll. 1-6.)

According to AECC Witness Higgins: "...[T]he self-direction option is an essential component of APS's DSM efforts going forward." (AECC Exhibit 1 at p. 11, ll. 6-7.)

### IV. INTERRUPTIBLE RATES

The Settlement Agreement requires APS to work with Staff and other interested parties to develop an interruptible Rate Rider for Rate E-34 and E-35 customers that will be filed within 180 days of the Commissions approval of the Agreement. [Paragraph 19.1]

Interruptible rates can be a cost-effective means for utilities to obtain reliable capacity. As stated by AECC Witness Higgins:

In my opinion, it is important for interruptible service to be included in the Company's resource mix, as it can provide benefits for both the Company as well as the customers with the operational flexibility to perform under an interruptible rider. (AECC Exhibit 1 at p. 11, ll. 17-20.)

### V. PALO VERDE LICENSE EXTENSION

APS has filed an Application with the Nuclear Regulatory Commission for approval of a license extension for the Palo Verde Nuclear Generating Station to extend the life of the Palo Verde Nuclear Generating Station. [Section XI of the Settlement Agreement] If the Application is approved, APS would be authorized to adjust its depreciation rates used for recording Palo Verde depreciation expense no sooner than January 1, 2012. AECC Witness Higgins points out that this provision accomplishes at least two important objectives within the Agreement:

(1) It provides a means through which APS can improve its net

income in a future period without having to increase customer rates; ... 1 (2) A life extension for Palo Verde would reduce the annual funding 2 requirement for plant decommissioning, which is recovered through the System Benefit Charge. If Palo Verde life extension is approved, the 3 Agreement requires APS to apply to the Commission to reduce the System Benefits Charge in an amount equal to the corresponding reduction in the 4 annual decommissioning funding obligation, and to reduce the Power Supply Adjustor by the amount of the associated reduction in spent fuel 5 Such reductions would produce an annual revenue storage costs. requirement benefit to customers. (AECC Exhibit 1 at p. 12, ll. 10-23 to p. 6 13, Il. 1-3.) 7 In response to a question by chairman Mayes as to why the Commission should 8 consider this provision in the Settlement Agreement as a concrete ratepayer benefit, Mr. 9 Higgins responded: 10 Well, it's - it's a benefit in this case even under the scenario that you 11 described for the following reasons: This provision, in my opinion, makes it possible for APS to accept this deal. That is, APS is the party most at 12 risk if the life extension gets delayed because if it moved ahead per schedule or per APS's hopes, then APS will be in a position to restate its 13 depreciation rate and reduce its expense on its books and have that nearterm benefit to its earnings. 14 If the whole thing gets delayed, then that will basically occur to 15 APS's detriment. 16 So in my view ASPS is counting on being able to move that forward so that it can get that benefit. And it's still a benefit to customers because 17 APS is willing to take that risk, and we are able to get this deal done without it being a higher dollar amount that APS needs in order to agree to 18 it. (Tr. p. 299, Il. 13 – 25 to p. 300, Il. 1-4.) 19 In the opinion of AECC Witness Higgins: 20 . . . [T]he treatment of Palo Verde life extension costs represents a creative solution that bridges the litigation differences among various of the Signatories to enable the crafting of a successful package. The provision provides important 21 22 benefits for customers and the Company without raising rates. (AECC Exhibit 1 at p. 13, Il. 4-7.) 23 Mr. Higgins strongly supports the adoption of this provision of the Settlement Agreement. 24 VI. TREATMENT OF SCHEDULE 3 25

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The only opposition provided by any of the intervenors to the Settlement

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Agreement was by Intervenor Barbara Wyllie –Pecora, who objected to the provisions in Service Schedule 3 that requires an APS residential customer seeking a line extension to bear the full cost of the line extension.

The Settlement Agreement proposes to maintain the Commission's current policy regarding customer payments for line extensions. The Agreement does, however, propose some modifications for: (1) A clarified definition of Local Facilities; (2) A Schedule of Charges; (3) A statement that quotes provided to customers will be itemized; and (4) Procedures for refunding amounts to customers when additional customers connect to the line extension. [Paragraph 10.7] In addition, the Settlement Agreement provides that Schedule 3 shall expressly permit customers to hire contractors for trenching, conduit, and backfill necessary for the extension, as is currently permitted. [Paragraph 10.7]

The Settlement Agreement also provides that the Schedule 3 proceeds will be recorded as revenues by APS during the period from January 1, 2010, through either the earlier of December 31, 2012, or the conclusion of APS's next general rate case. [Paragraph 10.1] The Settlement Agreement also provides that if Schedule 3 proceeds are reduced as the result of Commission modifications to Schedule 3 offsetting revenue changes should also be ordered that would make any such modification(s) revenue neutral. [Paragraph 10.3] The shortfall will be made up through a bigger rate increase than is provided for in the Agreement.

Chairman Mayes asked Mr. Higgins to assume that Schedule 3 revenues were not provided in this case and that line extensions were still free and then asked: "... I assume that inside those settlement negotiations and at the end of those settlement negotiations what you would have ended up with would have been a higher rate increase proposal to this Commission. Am I correct in that? (Tr. p. 296, ll. 10-14.)

Mr. Higgins responded:

Yes, in my opinion you are correct in that.

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The rate increase that would have been on the table, in my opinion, would have been higher by the amount of the dollars that are projected for line extensions that would otherwise have qualified for the footage.

Because, as I said earlier, I believe that every nickel got squeezed out of this deal. And I think that the rate increase that is in the settlement is really the lowest reasonable rate increase that we could have achieved through negotiation and had the free-footage allowance been assumed to have been reinstated - I mean, taken aside, we are working with the existing rule in our settlement negotiation. We are not proposing to change whatever is already in place.

But had we somehow proposed that change, then certainly having gotten to a bottom-line dollar amount that was needed to make the deal work, I have no doubt that those dollars would have had to have been added back into the deal for APS to accept it.

The rate increase would otherwise have been higher and otherwise would be higher per, in terms of the settlement. (Tr. at p. 296, ll. 15-25 to p. 297, ll. 1-23.)

AECC Witness Higgins indicated that he concurred with the Commission's current Schedule 3 policy, stating:

. . . One of the fundamental principles in rate making is that costs should be assigned to cost causers to the greatest extent practicable. This objective is accomplished under the general policies in place in current Schedule 3. The Agreement identifies a number of areas in which the Schedule 3 provisions can be improved or clarified, while remaining true to this basic principle. In contrast, under the "free-footage" concept, the footage is only free to the cost causer; the costs incurred to extend the lines are simply shifted to the other customers on the system. Frankly, such an approach is inequitable to existing customers. It is also inefficient, in that the true cost of extending power lines is understated to the private decision maker. (AECC Exhibit 2 at p. 4, ll. 6-15.)

Mr. Higgins did point out in his Testimony that he is not adverse to the concerns of new customers. He stated that he supports a balanced approach and that he opposed additional fees for new customers proposed by APS to recover incremental distribution system costs such as Impact Fees and System Facilities Charges. These proposals were

withdrawn by APS.

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### VII. OTHER BENEFITS OF THE SETTLEMENT AGREEMENT

Although AECC has only addressed certain issues in this brief, AECC, nevertheless supports the Settlement Agreement as a package. The settlement balances APS's rate increase with the benefits for customers that are set forth in Paragraph 1.16 of the Settlement Agreement.

### VIII. APS BILLING STATEMENT

AECC recommends that the APS billing statement retain the existing information that relates to the Unbundled Service elements required by the Retail Electric Competition Rules (A.A.C. R-14-2-1601. 44.)8 and also include additional information relating to the various adjustor clause charges. Such information provides greater transparency and more information to consumers concerning electricity rates.

#### IX. CONCLUSION

AECC requests that the Commission: (1) find that the terms and conditions of the Settlement Agreement produces just and reasonable rates; (2) find that the Settlement Agreement is in the public interest; (3) adopt the Settlement Agreement as agreed to by the Parties as a package deal; and (4) issue an order approving the Settlement Agreement.

RESPECTFULLY SUBMITTED this 9th day of October 2009.

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This portion of the Retail Electric Competition Rules was not invalidated by the Court's Decision in Phelps Dodge Corp. v. Arizona Elec. Power Co-op., Inc. 207 Ariz. 95, 83 P.3d 573 Ariz. App. Div. 1, 2004.

1	ORIGINAL and 13 COPIES of the foregoing FILED this 9th day of October 2009 with:
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6	COPY of the foregoing was  MAILED/OR *E-MAILED
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